



Amendment to Off-Street Parking Regulations

Staff Report for LUP 02-2020

General Project Information

Project	<ul style="list-style-type: none">• Amendment to SBMC 15.20.270, Off-Street Parking & Loading
Applicant	<ul style="list-style-type: none">• City of South Bend
Requested Action	<ul style="list-style-type: none">• The City of South Bend is proposing to amend SBMC 15.20.270 to eliminate all off-street parking requirements for parcels bordering Robert Bush Drive/US 101 between Central Avenue and Ferry Street.
Project Location	<ul style="list-style-type: none">• This proposal applies to all parcels bordering Robert Bush Drive/US 101 beginning west of Central Avenue and continues east to Ferry Street (see map in Attachment A).
Zoning	<ul style="list-style-type: none">• Downtown & Commercial District
Application Date	<ul style="list-style-type: none">• November 2, 2020
Determination of Completeness	<ul style="list-style-type: none">• November 6, 2020
Notice of Application	<ul style="list-style-type: none">• November 11, 2020 (published in Willapa Harbor Herald and distributed to property owners within 300 feet of corridor)
Open Record Hearing	<ul style="list-style-type: none">• December 7, 2020 before the South Bend Planning Commission.
Environmental Review	<ul style="list-style-type: none">• The city issued a Determination of Nonsignificance (DNS) for the proposed amendment to SBMC 15.20.270, Off-Street Parking & Loading on November 11, 2020. The comment period on the environmental review will close on November 25, 2020.

Proposed Code Amendment Language for SBMC 15.20.270

The city is proposing to amend SBMC 15.20.270, as shown below, to exempt parcels from the off-street parking requirements along Robert Bush Drive/US 101 from Central Avenue to Ferry Street (Section B). Along with this amendment, the city is suggesting some additional wordsmithing to make the section read easier (Section A) and to clarify where a parcel can provide required off-street parking (Section D). The current code language is in Attachment B.

15.20.270 Off-street parking.

A. The off-street parking standards of this section, except as noted in subsection B, shall apply to:

1. New uses; and
2. The expanded portion of existing uses.

B. Uses on parcels adjacent to Robert Bush Drive/US 101 between Central Avenue and Ferry Street are exempt from the off-street parking standards of this section.

C. The following table provides for the minimum required parking spaces for uses:

Residential Uses	Spaces Required
Single-family, duplex, and multiple-family dwellings	2 per dwelling unit
Accessory dwellings and studio apartments	1 per dwelling unit
Group living facilities	1 per 100 sq. ft. of sleeping area
Commercial Uses	Spaces Required
Retail sales and service	1 per 250 sq. ft.
Offices and personal services	1 per 300 sq. ft.
Other commercial uses not listed	1 per 250 sq. ft.
Eating and drinking establishments	1 per 75 sq. ft. of customer service and dining area
Hotels, motels, and bed and breakfast inns	1 per guest room
Other Uses	Spaces Required
Indoor storage, equipment service, and manufacturing	1 per 2,500 sq. ft.
Places of public assembly and religious worship	0.15 per person at maximum occupancy
Outdoor sales, service or display area	1 per 750 sq. ft.
Elementary and junior high school	1 per employee + 10
High school	1 per employee + 1 for every 5 students
Public and private utility stations	None

D. The city supervisor may determine an appropriate parking standard for any new development not listed in subsection (C) of this section. The standard must reflect the scale and location of the development.

E. The location of off-street parking may be in any yard unless otherwise indicated in this code.

Code Amendment Discussion

Background to Proposal

The City of South Bend is proposing to eliminate all off-street parking provisions under SBMC 15.20.270 for the US 101/Robert Bush Drive corridor between Central Avenue and Ferry Street.

The rationale behind this proposal is the city's desire to encourage development opportunities for property owners along US 101 between Central Avenue and Ferry Street by allowing greater lot coverage by eliminating the need to devote on-site space for off-street parking.

This issue surfaced when a property owner located between Memorial Drive and unimproved Cedar Street submitted preliminary plans to construct a two-story, 9,656 SF building featuring a restaurant. A building of this size, with its projected range of uses, currently requires a minimum of 52 spaces under the current code, with the possibility of increasing that number as the use intensifies over time. The applicant's plans, however, show a total of six off-street parking spaces. Reducing the number of spaces through a variance does not meet the city's criteria for granting one under SBMC 15.08.150.

Current Code Requirements

South Bend currently regulates off-street parking through SBMC 15.20.270 by use, not zoning district. It applies only to new uses and the expanded area of existing uses. The code section also states the number of spaces required for different types of residential, commercial, and other general uses. The number of spaces required reflect the low side of what other cities often mandate for off-street parking.

The code does not contain provisions for shared parking, nor does it provide for off-street parking on lots not connected to subject parcel. Leased parking

provides no long-term guarantee that those spaces will be available in the future.

The code contains none of the design provisions which are common to other parking ordinances, such as size and angle of parking spaces, flow, and ingress/egress standards.

The intent of this simple code structure was to avoid these often complicated requirements and instead focused on having very simple off-street parking provisions easy for city staff to administer without professional technical assistance.

Off-Street Parking Exemptions in Other Jurisdictions

Some cities have exempted uses or zoning districts from parking requirements for a variety of reasons. In older, densely developed commercial districts established at a time when automobiles were not as prevalent in use as today, many cities have eliminated parking requirements altogether for uses unable to meet off-street parking standards. They typically do this by identifying specific blocks that are exempt from the code. Some urban centers do not allow off-street parking altogether for environmental and pedestrian considerations.

These approaches have benefits and drawbacks. On the plus side, older existing structures can change use or expand without being concerned with complying with off-street parking standards. Generally, these areas see little new construction. Some of these commercial districts are very successful given their unique draw, foot traffic orientation, compact characteristics, or available parking alternatives. The size of uses in these downtowns are relatively small retail, professional, or service establishments.

On the downside, some communities using the exemption clause struggle because they remain automobile-oriented; people want to drive up to or very near the place they wish to patronize. When parking becomes limited, businesses end up “competing” with one another for limited street parking. Some cities address this problem through parking programs that include providing public and private parking lots or metered on-street parking.

Existing Conditions in the Corridor

A survey of uses and parking in the Central Avenue to Ferry Street corridor aids in understanding the context of the city's proposal. This survey was completed using Google Maps and the Pacific County Mapsifter. The survey, included in Attachment C, lists uses by block, whether a use provides off-street parking, and the number of on-street parking available. The highlights revealed through this survey are as follows:

1. Of the 34 retail, service, professional, public, and residential uses in this corridor, approximately two-thirds provide some level of off-street parking. However, it is important to note that is unknown if those uses providing off-street parking meet the current requirements of the code.
2. There are 60 designated on-street parking spaces along US 101/Robert Bush Drive. Side streets intersecting US 101/Robert Bush Drive also provide ample parking opportunities, although there are no marked parking spaces, making it is difficult to calculate their holding capacity for cars.
3. There are few future development opportunities on vacant lots in this corridor. The construction of new buildings will happen only with the demolition of existing ones. The few buildings that are currently vacant may fill someday with any number of uses allowed under the current zoning designation, resulting in unknown parking demand. The expansion of existing structures could also intensify parking needs.
4. Aerial photos for this corridor show very limited use of on-street parking, with exceptions for the Willapa Avenue/Alder Street and the unimproved Cedar Street/Spruce Street blocks along US 101/Robert Bush Drive. There are no on-street designated handicapped spaces.
5. Pedestrian crossings exist for each block along US 101/Robert Bush Drive with the exception at the corner of the unimproved Cedar Street.

Anticipated Impacts of this Code Amendment

The impact of eliminating the off-street parking provisions along this corridor likely will have minimal impact in the immediate future. If the property on the Memorial Drive/Cedar Street block moves forward as proposed, there will be a significant increase in demand for on-street parking, especially since there are

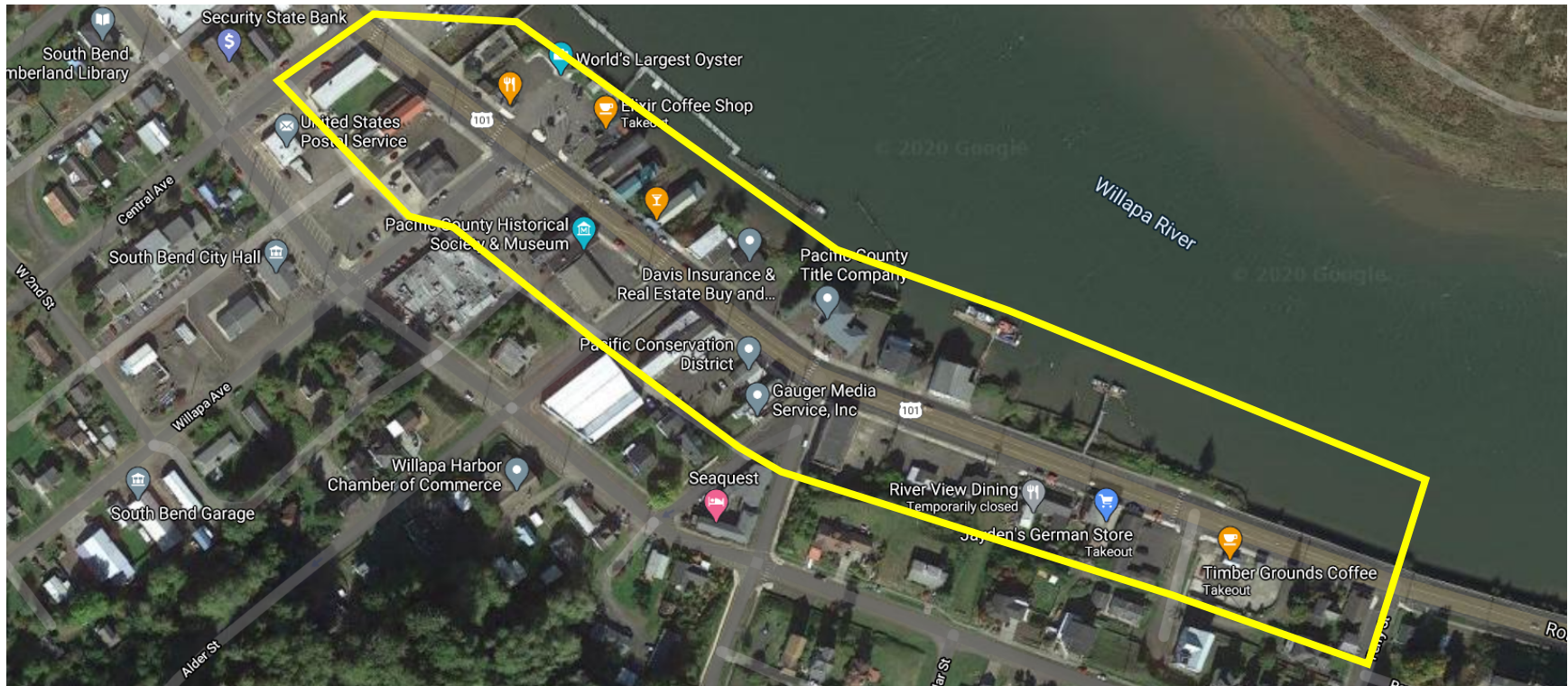
only five on-street spaces on that block. This demand will likely spill over to adjacent blocks that have several uses currently relying on on-street parking.

To alleviate this potential demand, the city could consider adding on-street parking spaces on the north side of US 101/Robert Bush Drive for these two blocks and adding a pedestrian crossing at the unimproved Cedar Street intersection.

Other Considerations

- Requirements for disabled parking under state law or the building code do not apply when a city does not require parking. Unless the city or a property owner freely chooses to do so, there will be no required designated disabled parking spaces within this corridor.
- There is no requirement under state law for cities to require off-street parking. This is a design consideration that is up to individual jurisdictions to decide.

Attachment A – Map of Proposed Exempt Off-Street Parking Corridor



Attachment B – Current SBMC 15.20.270 Language

15.20.270 Off-street parking and loading.

A. The off-street and loading standards of this section shall apply only to new buildings constructed and new uses established.

B. The off-street parking and loading standards of this section apply when an existing building or use expands. Additional off-street parking and loading spaces will be required only to serve the expanded area, not the entire building or use.

C. The minimum required parking spaces for uses, computed to the nearest whole number, for each land use category are as follows:

Residential Uses	Spaces Required
Single-family, duplex, and multiple-family dwellings	2 per dwelling unit
Accessory dwellings and studio apartments	1 per dwelling unit
Group living facilities	1 per 100 sq. ft. of sleeping area
Commercial Uses	Spaces Required
Retail sales and service	1 per 250 sq. ft.
Offices and personal services	1 per 300 sq. ft.
Other commercial uses not listed	1 per 250 sq. ft.
Eating and drinking establishments	1 per 75 sq. ft. of customer service and dining area
Hotels, motels, and bed and breakfast inns	1 per guest room
Other Uses	Spaces Required
Indoor storage, equipment service, and manufacturing	1 per 2,500 sq. ft.
Places of public assembly and religious worship	0.15 per person at maximum occupancy
Outdoor sales, service or display area	1 per 750 sq. ft.
Elementary and junior high school	1 per employee + 10
High school	1 per employee + 1 for every 5 students
Public and private utility stations	None

D. The city supervisor may determine an appropriate parking standard for any new development not listed in subsection (C) of this section. The standard must reflect the scale and location of the development. (Ord. 1532 § 4, 2018).

Attachment C – Proposed Exempt Off-Street Parking Corridor Parking Survey

Block	US 101 On-Street Parking	South Side Businesses	Off-Street Parking Spaces	North Side Businesses	Off-Street Parking Spaces
Ferry to Spruce	3 spaces	HR Block	No	None	
		Penoyer Law	Yes		
		Timber Grounds Coffee	Yes		
Spruce to Cedar	10 spaces	Room of Treasures	Yes	None	
		Jayden's	No		
		River View Dining	Yes		
Cedar to Memorial	7 spaces	Bayshore Realty	Yes	Unknown use	
		Something About	Yes	Davis Insurance	Yes
		Vacant (Yellow Deli)		Residence	Yes
		Store All Building	Yes		
Memorial to Alder	11 spaces	Gauger Media Bldg	Yes	Pacific Title	Yes
		Pacific CD	Yes	Davis Insurance	Yes
		Powell-Seiler Acct.	Yes	Residence	Yes
		Unknown	No		
		Liquor Store	No		
Alder to Willapa	15 spaces	Raymond Fed Bank	Yes	Chester Tavern	No
		Pacific County Museum	No	Residence	No
		Rehab Visions	Yes (leased)	Vacant store	No
		Pioneer Grocery lot - 37	Yes	Riverside Gallery	No
				Elixir Coffee	No
				City park	Yes (20?)
Willapa to Central	14 spaces	South Bend Pharmacy	Yes	Tienda	Yes
		Grace Community Thrift	Yes		
TOTAL: 60					